

# American NEWS & VIEWS

*A Daily Newsletter from Public Affairs, American Embassy*

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**Transcript: Secretary Powell Sees Afghan Election as Illustration of Potential for Iraq**

*(Affirms need to regain control over insurgent strongholds)*

Secretary of State Colin Powell welcomed Afghanistan's successful holding of a presidential election and said that Iraq will soon be able to follow suit with its own exercise of democracy.

"The people of Afghanistan showed us over the weekend that democracy applies anywhere in the world where people are given the opportunity to practice it," Powell said in an October 12 interview with the U.S. government's Al-Hurra television.

"I believe the people of Iraq want the same thing the people of Afghanistan and people in so many nations want: the opportunities to step forward and decide who will be their future leaders and to decide that by a vote," he added.

Powell said the insurgency in Iraq remains a difficult challenge, but he pointed to recent successes in restoring order to Samarra, Najaf and Kufa as evidence that progress is being made. He said Iraqi forces are being trained to work alongside coalition forces in order to regain control of all areas under insurgent control and ensure the best possible circumstances for the January 2005 elections.

The secretary also said that the Syrian government has agreed to work with the Iraqis and the coalition to prevent the movement of terrorists and weapons over the border, but he remained cautious in his assessment of the Syrians' commitment to these promises. "We measure results by action, not discussion," he said.

Turning to the Israeli-Palestinian conflict, Powell said the roadmap is ready to be implemented, but he added that it requires the two parties to assume their responsibilities. He said the Palestinians need to rein in terrorists and the Israelis need to respect their commitments regarding settlements.

Powell also welcomed the steps Libya has taken in recent months to rid itself of weapons of mass destruction and reinsert itself into the international community, but he said the United States is not prepared to follow the European Union's lead in lifting its arms embargo. He said the United States still has issues to resolve with Libya before taking such a step.

Following is the transcript of Powell's interview with Al-Hurra:

MR. HARB: Thank you, Mr. Secretary, for giving us some time to speak to our viewers on Al-Hurra.

SECRETARY POWELL: My pleasure.

MR. HARB: Let me start by Afghanistan. Last week, it was the first time Afghanistan had held its first presidential election. What kind of lessons have you learned from what happened in Afghanistan? First, on how the U.S. should promote democracy and political reforms in the world; and second, on the war on terror.

SECRETARY POWELL: So many people said that, well, Afghanistan can't have free, democratic elections, it's inconsistent with their history. But look what happened, look what they did. People started lining up at three o'clock in the morning. There was a bridge that was blown down by the Taliban, and people found a ford to cross the river because they wanted to vote, and they were barefoot standing in the snow. Women, totally covered in their burka; nevertheless, their hand came out with a ballot to put that ballot into the ballot box.

And so the people of Afghanistan showed us over the weekend that democracy applies anywhere in the world where people are given the opportunity to practice it. And so, this was a very successful election. I mean, just the pictures alone tell you what the people of Afghanistan want.

Now, who made this happen? First, the Afghan people made it happen by registering in so many numbers; ten million of them registered and hundreds of thousands in Pakistan and Iran also registered to vote. The UN helped with this; the International Security Assistance Force helped with this; the United States helped with this; the coalition helped with it; but above all, the Afghan Government themselves.

And I think this is illustrative of what is possible in other parts of the world, certainly illustrative of what can happen in Iraq. The Taliban and al-Qaida said that they would stop this election, that they would not let people vote. People said, "We're going to vote."

Well, I think the same thing can happen in Iraq. We have a difficult insurgency there, we are fighting that insurgency, we are fighting the terrorists, but I believe the people of Iraq want the same thing the people of Afghanistan and people in so many nations want: the opportunities to step

forward and decide who will be their future leaders and to decide that by a vote.

MR. HARB: Before we go onto Iraq, my second -- the second part of my question, how is that helping the war on terror? What --

SECRETARY POWELL: It helps the war on terror because it now says to the terrorists who might be trying to find a haven in Afghanistan again that the Afghan people don't want any part of this. The Afghan people want freely elected leaders. They want a democracy. They want to build their schools, their homes, their communities back. They want to get their crops going. They want to end the drug trade. They want the same thing all of us want, and terrorists cannot find fertile ground in this environment, because the people of Afghanistan now are speaking, and they know that now, that the terrorists and the Taliban and al-Qaida are their enemies, as well as the enemies of others in the world, to include the United States. So I think it is a direct blow against the terrorists.

MR. HARB: I did not plan this question, but since you were describing that beautiful picture of, you know, women in Afghanistan wearing the burka and then casting a vote, and then you hear that some Saudi officials would say women are unlikely to be allowed to participate in elections in Saudi Arabia. What's your reaction to that?

SECRETARY POWELL: Well, this is the choice that the Saudi Government has to make. I think women should be allowed. As you know, we have universal suffrage in our country. These things have to come in due course, and still waiting to see whether that is the final official position of the Saudi Government.

I do know that Saudi women had hoped that they would be able to vote in these municipal elections, which are -- it's novel that the Saudis are having elections in the first place, and they'll have to decide at what pace they can move, and I think ultimately, in every society in the world, women have to be able to play their full role.

MR. HARB: Moving to Iraq now, do you feel confident that general elections will take place in Iraq?

SECRETARY POWELL: I believe that general elections will take place at the end of January of 2005, but I don't underestimate this insurgency. It is a difficult insurgency that we are involved in, and that's why we are working hard to build up Iraqi forces as fast as we can, so that increasingly, they can work with the coalition in putting down this insurgency.

We have had success in places like Samarra, Najaf, Kufa, and other communities. We now see in Sadr city, in Baghdad, that there is some political progress taking place, and we see weapons being turned in.

So we need more of that. We need to take back all of these cities in the Sunni triangle that insurgents have control or trying to gain control over in order to create circumstances that allow us to have a full, free, open, fair election. There's no reason we can't do that by the end of January.

MR. HARB: There have been some reports that certain factions in Iraq may not participate in the elections or may call to boycott the elections. Are you concerned that this may lead to certain groups called for breakaway entities in Iraq?

SECRETARY POWELL: We will be unsupportive of any effort to break Iraq into its parts. The people of Iraq don't want to be broken into their constituent parts -- a country in the north, a country in the center and a country in the south. None of these would be viable. And when the Transitional Administrative Law was being written earlier in the year, it provides for a system that respects the rights of all of the Iraqi people, whether they're Kurds, Sunnis, Turkomen, Shias, you name it. But it has to be one single country.

Now, of course, many political figures are speaking out as to whether they will support, won't support. That's the democratic political process. We heard the same thing in Afghanistan about who would run, who wouldn't run, who was going to accept the election results, who won't accept the election results. So we'll be seeing lots of these reports.

But when election is actually scheduled to take place, you'll see everybody start focusing on how they can win that election, and how they can be represented by such an election. I wouldn't pay too much attention to --

MR. HARB: Would you be willing to make a clear statement that the U.S. will oppose any attempt on any faction, to -- that would violate the integrity --

SECRETARY POWELL: It's not for the U.S. to oppose or impose. It's for the Iraqi Interim Government. This is a sovereign nation. They have a government led by Prime Minister Allawi and President Sheikh Ghazi. And they will have the skill and the ability to work out the different political contingents and different political forces that are operating within Iraq.

MR. HARB: How do you describe the situation in the borders with -- of Iraq with Syria and Iran?

SECRETARY POWELL: It is still a very porous border, and we are still concerned that the terrorists and materiel are coming across the border. We have had some relatively positive discussions with the Syrians over the last several weeks. We have had a couple of delegations go to Damascus. We had a military, U.S. military delegation in Damascus not too long ago talking to Syrian authorities, and Prime Minister Allawi has been in contact with the Syrians. And the Syrians have said they would work with us and with the Iraqis to do more to seal the border.

But it is a very porous border. I'm not sure it will ever be totally sealed, but we can do more than we are doing now and we hope that this new attitude on the part of the Syrians will produce results.

MR. HARB: This new attitude, how would you rate it right now? Where are we?

SECRETARY POWELL: I think it is one thing to have meetings and meetings go well, but it is another thing to see action on the ground. And so we will measure Syrian attitudes in terms of their behavior, not just their attitudes. We have to see action on the ground to help seal the border. The Syrians are doing some other things that are a little more positive with respect to financial transactions and financial presence in Damascus.

So we are open to discussions with the Syrians. We're having those discussions. But at the same time, we will measure Syria by its actions and not just discussions.

MR. HARB: Any reason to believe that there is -- have you detected any change in their behavior recently? Positive, negative --

SECRETARY POWELL: Just the fact that in these meetings they have been more forthcoming than they have been in previous meetings, and there has been a new seriousness of purpose in these discussions but discussions are not action. We measure results by action not discussion.

MR. HARB: You have requested from the Syrians to disarm Hezbollah and Hamas and the Lebanese already to the border with Israel. At the same time, you've supported the resolution calling all Syrian troops to withdraw from Lebanon. Which ones you want to come first, I mean?

SECRETARY POWELL: Well, we would like to see them both happen right away. We believe and we were the cosponsors of the resolution, along with the French and others, and we believe that it is time for the Lebanese to be able to determine their own future and not with the

presence of the Syrian army, who are being directed from Damascus.

We also believe strongly that if Damascus wants to play a more helpful role in resolving the Middle East peace problem between Israel and the Palestinians, then it should not allow its capital to be serving as a place where terrorist organizations can be located and can control terrorist actions that are taking place in the territories. It's inconsistent with the desire for peace. It's inconsistent with the desire for progress and for finding a comprehensive solution to the Middle East crisis, which would benefit Syria, as well as the Israelis and the Palestinians.

MR. HARB: In the piece from the early days of this Administration, you were quoted as saying you insisted, that you -- insisted, then that position evolved to Bush in Prague; and then we have the Mitchell report, the George Tenet working plan, the roadmap, the disengagement -- a lot of things on the table but nothing is moving. Why is that?

SECRETARY POWELL: Unfortunately, it's a pattern. It's not just in this Administration, it's a pattern from previous administrations, where President Clinton invested so much in the peace process. And as he has said publicly and in his memoirs, he was frustrated that he wasn't able to achieve progress. We came in and we pushed the Mitchell Plan and we tried the Tenet Plan, the Zinni Plan, and now we have the roadmap. The roadmap is there. It is alive and well and ready to be executed. But what we need is what the President said last year at the summit in Aqaba, what we need now is performance on the part of the two sides.

And on the Palestinian side, we need the end of terror. As long as there is some support for terrorist activity, we will always be running into difficulty. We need firm action on the part of the Palestinians to bring terror under control, to end it. We need a reformed Palestinian leadership. We have made that clear from the beginning. We don't believe that President Arafat represents that kind of responsible Palestinian leadership, and that's why we're looking for an empowered prime minister.

Abu Mazen was not able to do it. Abu Alaa has not been given the authority he needs from the Palestinian legislature or from Chairman Arafat. Israel also has its obligations under the roadmap with respect to eliminating the outposts, with respect to settlement activity, and we are in touch with them. And so we all believe, the European Union, the Secretary General, the Russian Federation and the United States, that the roadmap is the way forward.

It's also something that's been endorsed by Israel and by the Palestinians. It's waiting. What we need now is action, and especially we need action on the Palestinian side to end terror and to reform its government so that we have a responsible interlocutor to work with us and to work with Israel.

MR. HARB: Libya. The European Union decided to lift the arms embargo on Libya. Would the U.S. consider such an embargo to be lifted any time soon?

SECRETARY POWELL: We still have issues with Libya. It's still on our list of terrorist states and we have to work our way through these issues. We're very pleased at the progress we have made over the past eight or nine months with Libya getting rid of its weapons of mass destruction capability. We've been able to open a new dialogue with Libya. We now have a diplomatic presence there and we've removed some of these sanctions that were in place.

We'll slowly work our way through this with Libya over time, and we are anxious to keep moving in a positive direction to normalize relations, but it will have to be done over time and only after all issues with Libya have been cleared up and resolved. But we're pleased that Libya made the strategic choice to get rid of these weapons of mass destruction and that Libya is demonstrating a new attitude with respect to its position in the international community.

MR. HARB: Are there any lessons learned from the Libyan experience that can be applied to Iraq?

SECRETARY POWELL: The biggest lesson from the Libyan experience, whether Iran or, say, North Korea take this lesson to heart, is that Mr. Qadhafi realized that acquiring weapons of mass destruction did not make Libya more secure, it made Libya less secure and made Libya an outcast in the international community. And so he made a very strong and bold decision to get rid of them.

He also realized that international pressure was getting more intense and now people are thinking about investing in Libya. People are going to see what can be done to fix the hospital system, to fix its oil infrastructure. And so you get more from getting rid of weapons of mass destruction than acquiring them.

MR. HARB: But aren't you concerned that certain countries are learning how to blackmail the West -- you acquire WMD and then you go and say, "I'm giving up my WMD in return to rejoin the international community"? How would you answer those who --

SECRETARY POWELL: No, Libya hasn't blackmailed us. Libya has gotten rid of some weapons systems that cost it a great deal of money in order to have a more normal relationship with the international community. That isn't blackmail. Now, there are some nations who are looking strictly for payment for doing things that they shouldn't, not doing things that they shouldn't be doing, in the first place. And we have seen this before with North Korea.

And in the case of North Korea, we want to have a different kind of relationship. We think we can help the North Korean people, but we've got to get rid of their weapons of mass destruction. They said they're willing to get rid of their weapons of mass destruction.

They're asking for security guarantees, which the six-party framework can provide, and they want to know what they will receive in terms of economic benefits. Well, there will be economic benefits when we are not -- no longer dealing with a nation that is moving in the direction of having more nuclear weapons than they may already have now.

MR. HARB: Last question. If you were given the choice, would you like to serve a second term?

SECRETARY POWELL: I don't have a term.

MR. HARB: If the President was to be reelected, would you like to stay?

SECRETARY POWELL: The President serves a term. I serve at the pleasure of the President, which is the only answer I can give, and I'm quite confident President Bush will have a second term.

\*EPF203 10/12/2004

### **Congress Approves Repeal of Disputed Export Tax Breaks**

*(Bush expected to sign legislation that should end EU retaliatory tariffs)*

By Bruce Odessey, Washington File Staff Writer

Washington -- The Senate joins the House of Representatives in passing a bill that would repeal tax breaks ruled illegal by the World Trade Organization (WTO) and should end retaliatory trade sanctions imposed on U.S. imports by the European Union (EU) since March. A White House official has indicated President Bush will sign the bill.

The Senate passed the bill 69-17 October 11 after working through a holiday weekend to overcome objections to



specific provisions. The Senate then recessed until November 16, after the U.S. elections.

Late October 7, the day before it recessed, the House of Representatives passed the bill 280-141.

The underlying goal of the legislation is resolving a longstanding dispute with the EU over U.S. tax breaks to exporters under the Foreign Sales Corporation (FSC) law, and its successor regime, the Extraterritorial Income Act (ETI).

Under the FSC/ETI provisions, the income tax on certain U.S. manufactured goods that were exported is reduced from the ordinary 35 percent rate to 27-32 percent.

The WTO has ruled repeatedly that the FSC/ETI provisions violate international trade rules on export subsidies and has authorized the EU to impose up to \$4 billion in retaliatory tariffs on U.S. exports. The EU began in March to impose tariffs of 5 percent on a wide range of U.S. products and said the rate would increase by 1 percentage point a month up to 17 percent. As of October 1, the tariff rate was 12 percent.

"Our companies carry this burden because Congress has failed to act," Senator Chuck Grassley, Republican chairman of the Senate Finance Committee, said in October 11 debate. "That is why we must pass this bill before we leave Washington.

"This should be a very serious concern for all members because the sanctions are hitting commodity products, such as agricultural goods, timber, and paper, as well as manufactured products," Grassley said.

Under the final bill, ETI export tax breaks for corporations would be phased out over two years while tax rates on domestic manufacturing would be reduced in phases over five years from 35 to 32 percent. The changes would affect not only corporations, but also partnerships, sole proprietorships and other small businesses.

Unknown was whether the EU will accept the bill as satisfying U.S. obligations in the WTO. EU officials have indicated unhappiness with the two-year phase-out.

Although no serious opposition to FSC/ETI repeal emerged, controversy surrounded other provisions of the 650-page bill, which has scores of tax breaks for individual U.S. industries from ethanol producers to auto racetrack owners to manufacturers of fishing tackle boxes and bows and arrows.

Probably most controversial is the provision authorizing spending \$10.1 billion to buy out decades-old quotas for U.S. farmers to grow tobacco. A provision in the earlier Senate-passed bill requiring Food and Drug Administration (FDA) regulation of tobacco products was dropped from the final bill.

Although the final bill includes some provisions opposed by the Bush administration, the administration has not threatened a veto. One measure to which the White House objected would lower the tax rate for one year only from 35 percent to 5.25 percent for revenue repatriated by U.S. multinational corporations from their foreign subsidiaries. Supporters described the bill as revenue-neutral, offsetting tax breaks by shutting down abusive tax shelters, closing corporate tax loopholes, and extending customs and other government user fees.

One provision would eliminate a tax shelter used by many cities, including foreign cities. Under the existing law, a city could sell its subways, buses or other transportation infrastructure to private investors who could then lease them back to the cities while taking U.S. tax deductions for depreciation. Elimination of that provision is expected to raise \$26 billion over 10 years.

\*EPF204 10/12/2004

### **U.S. Task Force Urges Tough Policies on Piracy, Counterfeiting**

*(Report recommends global effort to protect intellectual property)*

Washington -- A U.S. Department of Justice (DOJ) task force is recommending a more aggressive strategy to combat piracy, counterfeiting and other violations of intellectual property rights (IPR) both domestically and overseas.

In a report released October 12 in Los Angeles by Attorney General John Ashcroft, the task force calls for greater global cooperation against IPR crimes and stationing FBI (Federal Bureau of Investigation) agents and federal prosecutors at U.S. embassies in Hong Kong and Budapest to coordinate IPR enforcement in Asia and Eastern Europe.

Those regions are of "particular importance" because of the increasing amount of counterfeiting in Asia and Eastern Europe, the task force said.

The task force also urges DOJ to:

-- Enhance IPR training programs for foreign law enforcement officials

-- Emphasize IPR enforcement during discussions with other governments

-- Ensure that IPR crimes are included in all extradition treaties

-- Direct prosecutors and agents to increase the use of alternative channels of communication, such as "law enforcement-to-law enforcement" contacts

The 96-page report was made available to reporters in Washington and concludes the task force's seven-month examination of IPR enforcement strategies in the United States and worldwide.

"The increasing value of intellectual property, coupled with the ease and low cost of copyright infringement, has significantly increased the destructive consequences of intellectual property theft," the Justice Department said in a news release accompanying the report.

The task force cited International Intellectual Property Alliance (IIPA) research showing that in 2002 intellectual property industries made up approximately 6 percent of the U.S. gross domestic product (GDP), employed more than five million people, and contributed \$626 billion to the national economy.

The report emphasized that IPR crimes threaten consumers as well as business, citing World Health Organization (WHO) estimates that counterfeits account for 8-10 percent of pharmaceuticals worldwide. It also cited reports that counterfeit batteries for cellular telephones had caused fires and injuries.

Much of the task force report dealt with domestic IPR crimes, calling for more aggressive prosecutions of IPR crimes and broader powers for officials who investigate and enforce the various laws already in place.

The task force said Congress should make it a federal crime to share large amounts of copyrighted works on computer networks and should criminalize the possession of counterfeit goods with the intention of selling or trafficking them.

All of the task force recommendations are contained in the report, which is available at:  
<http://www.usdoj.gov/criminal/cybercrime/IPTaskForceReport.pdf>

\*EPF205 10/12/2004

### **House Passes Bill Repealing 1916 Dumping Law WTO Ruled Illegal**

*(Normal trade relations for Armenia, Laos among hundreds of provisions)*

By Bruce Odessey, Washington File Staff Writer

Washington -- The House of Representatives has given final passage to a bill that would repeal a dumping law that was ruled illegal by the World Trade Organization (WTO) and would extend permanent normal trade relations to Armenia and Laos.

To become law the bill would have to be passed by the Senate and signed by the president. Whether the Senate will consider the bill when Congress returns November 16 from its election recess is not known.

Most of the 299-page bill, passed by the House late October 8 without debate, comprises hundreds of tariff suspensions on imports of goods not produced domestically and traded in small volumes.

Repeal of the 1916 antidumping law was slipped into the final version of the miscellaneous tariffs bill by House and Senate negotiators even though neither chamber had earlier passed such a provision.

The House Judiciary Committee had approved the provision, however, and U.S. Trade Representative Robert Zoellick had urged its passage.

The WTO had ruled against the 1916 antidumping law, which was challenged by the European Union (EU) and Japan. Under the law, never actually used from 1916 until the 1990s, U.S. companies can sue foreign producers for triple damages for dumping goods on the U.S. market with the intent of injuring U.S. industry.

To date no plaintiff has ever collected damages under the 1916 law. In May, however, a U.S. federal court upheld a jury verdict ordering a Japanese newspaper press manufacturer to pay its U.S. rival more than \$30 million, triple the damages from dumping as calculated by the jury. That case remains under appeal.

The provision in the miscellaneous tariffs bill would repeal the 1916 law but would not overturn any case already decided or pending under the law. Whether Japan or the EU would accept such a nonretroactive change is not known.

The WTO had already authorized retaliation by the EU against any final judgment ordered under the law against an EU company.

Another provision of the miscellaneous tariffs bill would grant permanent normal trade relations for Armenia. Normal trade relations (NTR), otherwise known as most-favored-nation treatment, prohibit discrimination among a country's trading partners. Armenia has had temporary NTR, approved year to year by the president.

The bill would also extend NTR to Laos, bringing into force a 1997 U.S.-Laos trade agreement. Laos remains one of only four countries worldwide and the only least-developed country to which the United States does not extend NTR.

Miscellaneous tariff bills typically pass each session of Congress routinely, but this one was held up over a succession of issues for three years. One senator from a southern textile-producing state delayed Senate action, for example, until he achieved a change requiring clearer country-of-origin labeling for socks.

Following are some other provisions of the bill:

-- A provision that would correct a mistake in the Trade Act of 2002 that inadvertently raised duties on Andean handbags, luggage, flat goods, work gloves and leather wearing apparel under the Andean Trade Preferences Act (ATPA).

-- A provision that would clarify the African Growth and Opportunity Act (AGOA), extending retroactively to October 2000 duty-free treatment for collars and cuffs.

-- A provision that would temporarily prohibit U.S. imports of archaeological, cultural and other rare items from Iraq to prevent illegal shipment of such antiquities.

-- In line with a 2001 international agreement to eliminate testing of wine for reasons other than health and safety, a provision that would amend U.S. regulatory law concerning cellar treatment for both domestic and imported natural wine.

The EU has refused to accept U.S. wine-making practices and threatens not to import any U.S. wines that do not meet EU production standards after 2005 unless the two sides negotiate an agreement before then. Congressional negotiators have indicated they intended this provision as leverage in U.S.-EU negotiations, which have achieved no agreement so far.

-- A provision that would require the U.S. customs agency in the Department of Homeland Security to establish integrated border inspection areas along the U.S.-Canadian border. In these areas U.S. customs officers could inspect vehicles before they entered the United States from Canada, and Canadian customs officials could inspect vehicles before they entered Canada from the United States.

\*EPF206 10/12/2004

### **Text: U.S. Defends Position on International Criminal Court**

*(Napper addresses OSCE Human Dimension Implementation Meeting)*

Ambassador Larry Napper, head of the U.S. delegation to the Human Dimension Implementation Meeting in Warsaw, Poland, responded October 8 to comments by others at the conference on the U.S. drive to enter into bilateral Article 98 agreements that prohibit the surrender of U.S. persons to the International Criminal Court (ICC) without U.S. consent.

Napper said it is a misconception that the United States wants to use these agreements to undermine the ICC. Although not a party to the ICC because it fears its soldiers and government officials could be subjected to politicized prosecutions, the United States is "determined to be proper" in its relations with the Court and is proceeding "in a manner specifically contemplated by the Rome Statute itself," Napper said.

The Rome Statute created the ICC, and Article 98 agreements are contemplated under that part of that statute. Thus far, 95 countries have signed Article 98 agreements with the United States, and 68 of those are states parties or signatories to the Rome Statute.

The American Servicemembers' Protection Act of 2001 prohibits U.S. military assistance to countries that are party to the Rome Statute unless they have entered into Article 98 agreements with the United States.

The European Union "has made it difficult for its member states to enter into acceptable Article 98 agreements with the United States" and is "now putting pressure on EU aspirant countries and others to apply restrictive conditions on such agreements with us," Napper said.

"From our perspective, the EU is imposing an unfair choice upon our friends and allies, particularly those countries seeking to join the EU. We hope that senior EU officials in Brussels will reconsider their insistence on attaching overly



restrictive conditions to Article 98 agreements, given the wide support we are receiving on this issue elsewhere in the world."

Napper said the United States is not seeking immunity for its citizens, "but only a simple, non-surrender agreement as contemplated in the Rome Statute."

"We fully commit ourselves, where appropriate, to investigate and prosecute serious, credible accusations of war crimes, crimes against humanity and genocide that have been made against any of our people," he said.

The Human Dimension meeting is reviewing the implementation of commitments in the fields of human rights and democracy by participating states of the Organization for Security and Cooperation in Europe.

Mr. Moderator,

I would like to address the comments raised concerning Article 98 agreements. The United States has a unique role and responsibility to help preserve international peace and security. At any given time, U.S. forces are located in close to 100 nations around the world, for example, conducting peacekeeping and humanitarian operations and fighting inhumanity. We must ensure that our soldiers and government officials are not exposed to the prospect of politicized prosecutions and investigations. Our country is committed to a robust engagement in the world to defend freedom and defeat terror; we cannot permit the ICC [International Criminal Court] to disrupt that vital mission.

As a result, the United States is entering into legally binding, bilateral agreements that would prohibit the surrender of U.S. persons to the ICC without our consent. These agreements are specifically contemplated under Article 98 of the Rome Statute that created the ICC and provide U.S. persons with essential protection against the Court's purported jurisdictional claims. Thus far, the United States has concluded Article 98 agreements with 95 countries over the globe, 68 of whom are either states parties or signatories to the Rome Statute.

I should note that the U.S. decision to seek these bilateral agreements originated during the open debate in the U.N. Security Council on Resolution 1422. A number of ICC proponents, including European Union (EU) members, encouraged us not to resolve these issues in the Security Council, but rather to do so on a bilateral basis. Following this advice from our European friends, we began in the late summer of 2002 to seek Article 98 agreements as an arrangement that would satisfy our concerns, but also fall within the Rome Statute provisions.

Ironically, the European Union subsequently rejected the advice of some of its own members, and established a coordinated position that has made it difficult for its member states to enter into acceptable Article 98 agreements with the United States. Moreover, the EU is also now putting pressure on EU aspirant countries and others to apply restrictive conditions on such agreements with us. Some EU officials have argued that the wording of Article 98 of the Rome Statute limits the categories of persons that may be covered by bilateral non-surrender agreements, and the EU has imposed guidelines to this effect. On the contrary, the Rome Statute does not impose any obligation on States Parties to refrain from entering into non-surrender agreements that cover all their persons, while those who insist upon a narrower interpretation must, in effect, read language into Article 98 (2) that is not contained within the text of that provision.

From our perspective, the EU is imposing an unfair choice upon our friends and allies, particularly those countries seeking to join the EU. We hope that senior EU officials in Brussels will reconsider their insistence on attaching overly restrictive conditions to Article 98 agreements, given the wide support we are receiving on this issue elsewhere in the world. We also continue to discuss, on a bilateral basis with EU member states, our desire to enter into properly crafted Article 98 agreements with them.

Increasingly, Article 98 agreements play an important role in U.S. bilateral relationships regardless of whether a State is a Party to the Rome Statute. The United States Government places great importance on these agreements in making decisions related to military cooperation relationships around the world. The American Servicemembers' Protection Act, which was enacted with strong bipartisan support by both houses of the Congress, prohibits military assistance to countries that are party to the Rome Statute. This prohibition may be waived with respect to those countries that have entered into Article 98 agreements with the United States.

Additionally, there are strong reasons for entering into these agreements with States that are not Party to the Rome Statute. First, a State not currently a Party to the Rome Statute may become one at any time. Second, the ICC may request that a non-Party arrest and surrender to the Court a U.S. person on its territory. The Rome Statute contains no requirement for the State to notify the United States, or receive our consent, before such a surrender. Entering an Article 98 agreement is thus important to future cooperation on a range of diplomatic, military, and security initiatives. It also sends an important political signal that American concerns are widely shared around the world.

It is a misconception that the United States wants to use these agreements to undermine the ICC. To the contrary, we are determined to be proper in our relations with the Court, proceeding in a manner specifically contemplated by the Rome Statute itself. Moreover, as a general rule, in these agreements, the United States makes clear its intention to bring to justice those who commit genocide, crimes against humanity, and war crimes. This is the stated goal of ICC supporters, and a goal that the United States has and will maintain.

In matters of international justice, the United States has many foreign policy instruments to utilize that are fully consistent with our values and interests. We will continue to play a worldwide leadership role in strengthening domestic judicial systems and promoting freedom, transparency and the rule of law. We seek no immunity for our citizens, but only a simple, non-surrender agreement as contemplated in the Rome Statute. We fully commit ourselves, where appropriate, to investigate and prosecute serious, credible accusations of war crimes, crimes against humanity and genocide that have been made against any of our people.

\*EPF207 10/12/2004

### **Text: Abide by International Humanitarian Law in Conflicts, U.S. Urges**

*(Amb. Napper addresses OSCE Human Dimension Meeting)*

*Amb. Napper mentions Chechnya conflict in remarks to OSCE meeting*

Nations engaged in armed conflicts must comply with their obligations under international law, including the law of war, said Ambassador Larry Napper, head of the U.S. delegation to the Human Dimension Implementation Meeting in Warsaw, Poland, October 8.

"In the 1994 Code of Conduct, each OSCE participating State resolved to ensure that its armed forces would be 'commanded, manned, trained and equipped' in a manner consistent with international law," Napper said at the meeting, which is held annually by the Organization for Security and Cooperation in Europe (OSCE).

He cited agreements that represent the basic tenets of international humanitarian law, such as the Hague and Geneva Conventions and the 1992 Helsinki Document.

The United States "continues to believe that the conflict in Chechnya poses one of the greatest challenges in the OSCE's human dimension," Napper said, he but did not

elaborate, saying the U.S. position on Chechnya is "well known."

He noted in particular that an article from the Geneva Conventions forbids parties in internal armed conflict from engaging cruel treatment, torture, hostage-taking, "and the passing of sentences and the carrying out of executions without previous judgment pronounced by a regularly constituted court affording all the judicial guarantees which are recognized as indispensable by civilized peoples."

All OSCE participating States are obligated to instruct their armed forces in the law of war, he said. "If abuses occur, States must investigate promptly and hold those responsible accountable for their acts."

Napper appended to his statement President Bush's Statement on the U.N. International Day in Support of Victims of Torture, which was originally issued June 26, 2004.

The October 4-15 OSCE meeting in Warsaw is being held to review the implementation of OSCE commitments in the fields of human rights and democracy -- the "human dimension" -- by participating states.

Following are the text of Ambassador Napper's October 8 statement followed by President Bush's June 26 statement:

United States Mission to the OSCE  
Warsaw, Poland  
October 8, 2004

### **STATEMENT ON INTERNATIONAL HUMANITARIAN LAW**

Mr. Moderator:

As we recall the shared conviction of all OSCE states on the need to ensure humanitarian protection during periods of armed conflict, we are compelled to note that our television screens and the Internet again this morning carry horrific pictures of terrorist attacks. Once again, we see clearly that our adversaries in the war on terror have made it a central element of their strategy to engage in acts such as the beheading of a helpless hostage on television and bombing of a hotel full of innocent tourists.

Mr. Moderator, I would like to devote part of my time to invite all delegates to join the delegation of the United States of America in a moment of silence in solidarity with today's victims of terror. Thank you.

In the 1990 Copenhagen Document, OSCE participating States "express[ed] their conviction that the protection and promotion of human rights and fundamental freedoms is one of the basic purposes of government, and reaffirm[ed] that the recognition of these rights and freedoms constitutes the foundation of freedom, justice, and peace." The 1992 Helsinki Document gave force to our shared conviction on the need to ensure humanitarian protection during periods of armed conflict in providing that participating States "will in all circumstances respect and ensure respect for international humanitarian law including the protection of the civilian population." In the 1994 Code of Conduct, each OSCE participating State resolved to ensure that its armed forces would be "commanded, manned, trained and equipped" in a manner consistent with international law, including, as applicable, the Hague Conventions of 1907 and 1954, the Geneva Conventions of 1949, and the 1980 Convention on the Use of Certain Conventional Weapons.

The United States delegation continues to believe that the conflict in Chechnya poses one of the greatest challenges in the OSCE's human dimension. However, we will not elaborate on our position on Chechnya, which is well known.

Instead, we would like to use this opportunity to state that when a country is engaged in military operations, it must comply with its obligations under international law, including the law of war. In implementing our commitment to the 1992 Helsinki Document and 1994 Code of Conduct, we reiterate the critical need to ensure the protection of civilian populations, and note in particular that Common Article 3 of the Geneva Conventions of 1949 provides that, in the context of internal armed conflict, each Party to the conflict is prohibited, with respect to protected persons, from engaging in violence to life and persons, cruel treatment, torture, the taking of hostages, and the passing of sentences and the carrying out of executions without previous judgment pronounced by a regularly constituted court affording all the judicial guarantees which are recognized as indispensable by civilized peoples.

Mr. Moderator, we wish to recall that all OSCE participating States are obligated to instruct their armed forces in the law of war. If abuses occur, States must investigate promptly and hold those responsible accountable for their acts. As you have heard from Deputy Assistant Secretary of Defense Waxman, we are doing exactly that -- uncovering the truth and holding people accountable. We urge all other OSCE participating States to do so as well.

## PRESIDENT'S STATEMENT ON THE U.N. INTERNATIONAL DAY IN SUPPORT OF VICTIMS OF TORTURE

### *United Nations International Day in Support of Victims of Torture*

Today, on United Nations International Day in Support of Victims of Torture, the United States reaffirms its commitment to the worldwide elimination of torture. The non-negotiable demands of human dignity must be protected without reference to race, gender, creed, or nationality. Freedom from torture is an inalienable human right, and we are committed to building a world where human rights are respected and protected by the rule of law.

To help fulfill this commitment, the United States has joined 135 other nations in ratifying the Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment. America stands against and will not tolerate torture. We will investigate and prosecute all acts of torture and undertake to prevent other cruel and unusual punishment in all territory under our jurisdiction. American personnel are required to comply with all U.S. laws, including the United States Constitution, Federal statutes, including statutes prohibiting torture, and our treaty obligations with respect to the treatment of all detainees.

The United States also remains steadfastly committed to upholding the Geneva Conventions, which have been the bedrock of protection in armed conflict for more than 50 years. These Conventions provide important protections designed to reduce human suffering in armed conflict. We expect other nations to treat our service members and civilians in accordance with the Geneva Conventions. Our Armed Forces are committed to complying with them and to holding accountable those in our military who do not.

The American people were horrified by the abuse of detainees at Abu Ghraib prison in Iraq. These acts were wrong. They were inconsistent with our policies and our values as a Nation. I have directed a full accounting for the abuse of the Abu Ghraib detainees, and investigations are underway to review detention operations in Iraq and elsewhere.

It is often American men and women in uniform who fight for the freedom of others from tyrannical regimes that routinely use torture to oppress their citizens. From Nazi Germany to Bosnia, and Afghanistan to Iraq, American service members have fought to remove brutal leaders who torture and massacre. It is the American people and their

contributions that have helped to rebuild these traumatized nations to give former victims hope.

A little over a year ago, American service members and our coalition partners freed the Iraqi people from a dictatorship that routinely tortured and executed innocent citizens because of what they believed in or what ethnic or religious group they came from. In torture chambers, innocent Iraqis were brutalized and the bodies of the dead left in mass graves. Throughout the past year, Americans have assisted the Iraqi people in establishing institutions to ensure accountability so that such acts do not occur again and to help victims recover.

Despite international efforts to protect human rights around the world, repressive regimes continue to victimize people through torture. The victims often feel forgotten, but we will not forget them. America supports accountability and treatment centers for torture victims. We contribute to the U.N. Fund for the Victims of Torture and support the work of non-governmental organizations to end torture and assist the victims. We also provide protection, counseling, and where necessary and possible, relocation in the United States. We stand with the victims to seek their healing and recovery, and urge all nations to join us in these efforts to restore the dignity of every person affected by torture.

These times of increasing terror challenge the world. Terror organizations challenge our comfort and our principles. The United States will continue to take seriously the need to question terrorists who have information that can save lives. But we will not compromise the rule of law or the values and principles that make us strong. Torture is wrong no matter where it occurs, and the United States will continue to lead the fight to eliminate it everywhere.

\*EPF208 10/12/2004

### **Text: U.S. Committed to Fighting Trafficking in Persons, Protecting Victims**

*(State Department's Ryan addresses OSCE Human Dimension Meeting)*

The United States is deeply committed to combating trafficking in persons and to protecting its victims both in the United States and abroad, according to a member of the U.S. delegation to the Human Dimension Implementation Meeting in Warsaw, Poland.

In an October 8 address, J. Kelly Ryan, the State Department's deputy assistant secretary for population, refugees and migration, said President Bush in 2003

pledged \$50 million in additional funding to support organizations that rescue men, women and children from bondage and give them shelter and medical treatment.

Moldova recently was selected to receive a portion of this funding "because of its demonstrated will to cooperate on anti-trafficking initiatives," she said.

Ryan noted that U.S. legislation passed in 2003 requires an annual report to Congress on U.S. efforts to fight trafficking, and another law passed last year allows the prosecution in American courts of U.S. nationals who sexually abuse minors while abroad.

In keeping with OSCE commitments, participating states have made significant strides in combating trafficking, Ryan said, but "the scope of the problem demands even more concerted efforts."

The United States is urging other countries to:

- Impose penalties on trafficking commensurate with other severe crimes;

- Adopt laws that prohibit trafficking and also provide for victim protection and assistance;

- Ensure legal tools exist to apprehend so-called "sex tourists"; and

- Fund preventive education to curb demand for trafficking, especially the demand created by military and civilian peacekeepers and other international personnel in conflict and post-conflict regions.

President Bush has directed the U.S. Armed Forces to adopt a "zero tolerance" policy toward any practice associated with trafficking, and NATO has a new counter-trafficking policy for all forces serving in NATO-led operations.

Finally, Ryan reiterated the U.S. commitment to full implementation of the Organization for Security and Cooperation in Europe (OSCE) Action Plan on Combating Trafficking in Human Beings. But even though international cooperation is imperative, she said, "the primary responsibility for combating trafficking remains with each government."

The OSCE-sponsored Human Dimension Implementation Meeting is reviewing the implementation of OSCE commitments in the fields of human rights and democracy by participating states.



Following is the text of Ryan's statement as provided by the USOSCE:

United States Mission to the OSCE  
Warsaw, Poland  
October 8, 2004

#### STATEMENT ON TRAFFICKING IN PERSONS

As delivered by Deputy Assistant Secretary for Population, Refugees and Migration Kelly Ryan, Delegation Member to the Human Dimension Implementation Meeting

The United States is deeply committed to combating trafficking and to protecting its victims including those in the United States and abroad. In his speech to the United Nations General Assembly in September 2003, President Bush pledged \$50 million in additional funding to support organizations that rescue men, women and children from bondage and give them shelter and medical treatment. The Republic of Moldova was recently selected to receive a portion of this strategically targeted funding because of its demonstrated will to cooperate on anti-trafficking initiatives. One innovative project in Moldova will be the creation of a vetted police unit to investigate trafficking offenses.

Domestically, we have had further legislative gains, in December 2003, the President signed a reauthorization of the landmark Trafficking Victims Protection Act of 2000. This new legislation demonstrates the great importance my government continues to place on this issue and the need for governments to consider legislative adjustments.

The Trafficking Victims Protection Reauthorization Act requires the Attorney General of the United States to submit an annual report to Congress on U.S. efforts to fight trafficking. This means that the United States now assesses its own anti-trafficking programs just as it reviews worldwide counter-trafficking efforts. The State Department is also required to submit to Congress the Trafficking in Persons Report. The most recent Trafficking in Persons Report issued in June 2004 concludes that 140 countries, including 44 OSCE States, are countries of origin, transit or destination for a "significant number of victims" of trafficking. It is a sign of welcome progress that for the first time since the report's inception three years ago, no OSCE State was included in the report's list of countries that are not making significant efforts to combat trafficking. Eleven OSCE countries, however, appeared in the newly created "Tier 2 Watch List" category, which indicates that their anti-trafficking efforts, while important, have to be strengthened in the coming months.

In keeping with OSCE commitments, participating States have made significant strides in combating trafficking. According to U.S. government estimates some 17,500 are trafficked into the United States and some 800,000 are victims worldwide. It is clear that trafficking will continue to flourish if those who commit these crimes are permitted to act with impunity. The number of new anti-trafficking laws enacted in the last reporting period (March 2003-March 2004) -- 24 worldwide -- as well as the more than 8300 prosecutions worldwide give reason for optimism.

Nonetheless, the scope of the problem demands even more concerted efforts. Many aspects of trafficking addressed in this session at previous Human Dimension Implementation Meetings remain pressing concerns. For example, while the number of prosecutions is on the rise, traffickers are not yet uniformly facing stiff sentences. The imposition of penalties that are commensurate with other severe crimes is essential for deterring would-be traffickers.

Moreover, some OSCE States continue to need legislative changes to provide assistance and protection to trafficking victims, especially during pre-trial investigations and court proceedings. We have found that successful prosecutions are dependent upon effective victim and witness protection. When victims are assisted and protected, they feel able to testify safely and freely against their traffickers. A crucial element of victim protection is the provision of an option to reside in the country of destination. Deportation of victims without assistance to help them to reintegrate in their home countries puts them at risk for re-trafficking -- and even death -- from retaliating traffickers. Research indicates that 50% of trafficking victims will be re-trafficked if deported without assistance. The United States continues to urge governments to adopt comprehensive laws that not only prohibit trafficking but also create broad provisions for victim protection and assistance.

In addition, each of us can also begin to look for new ways to attack this problem. An essential part of this will be to address trafficking from the demand side. In April 2003, President Bush signed what we call the "PROTECT Act", which allows the prosecution in American courts of U.S. nationals who commit sexual abuse of minors abroad. This heinous practice is popularly known as "sex tourism." These child abusers now face up to 30 years imprisonment. In the first eight months of enforcement, U.S. law enforcement authorities arrested 25 Americans for child sex tourism offenses. Several of these people are already serving prison sentences. But the United States is not alone in facing the problem of child sex tourism. Indeed, citizens of many OSCE participating States, including in Western Europe, participate in such travel. The United States urges all OSCE participating States to provide funding for

preventive education within their countries in an effort to curb demand, and examine and revise their laws to provide the necessary legal tools to apprehend sex tourists or other nationals who participate in trafficking-related activities abroad. It will also be important for demand countries to partner with receiving countries in sharing information on these cases in an effort to convict the perpetrators.

Likewise, the United States calls attention to the need to address the demand for trafficking created by military and civilian peacekeepers and other international personnel in conflict and post-conflict regions. In December 2002, President Bush directed the U.S. Armed Forces to adopt a "zero tolerance" policy toward any practice associated with trafficking. Acting on this, the U.S. Department of Defense initiated an anti-trafficking plan requiring members of the U.S. Armed Forces and U.S. contractors deployed overseas to receive trafficking awareness training. The United States also welcomes NATO's new counter-trafficking policy for all forces serving in NATO-led operations. Domestic criminal laws with extraterritorial applicability will also be needed in order for troop-contributing countries to enforce this policy.

The United States is committed to the full implementation of the OSCE Action Plan on Combating Trafficking in Human Beings. We welcome the newly operational anti-trafficking mechanism created by the Maastricht Ministerial Council to further the Action Plan's stated objectives. As OSCE participating States, our fight against human trafficking is a collective one. Cooperation throughout the region and the world is imperative. While we must assist each other in building anti-trafficking projects and networks, the primary responsibility for combating trafficking remains with each government.

In short, we have come a long way in the last few years in our ability to fight trafficking. We have created laws to combat trafficking and to protect victims. We have vastly increased public awareness of the problem. International organizations have developed guidelines and strategies. But we are far from ending the scourge of human trafficking. We are now at a phase where implementation is critical. The U.S. believes that the OSCE is a key forum for combating the problem, and we look forward to further progress as we continue to cooperate closely in the months ahead.

\*EPF209 10/12/2004

### **Text: New Program Targets Child-Sex Tourists**

*(United States will prosecute sex crimes committed abroad)*

Washington -- On the back streets of major cities, children are for sale -- for an hour, for a night, or maybe for a week. Rich men from abroad are paying for the sexual services of these innocents, and a new campaign to stop them began October 12.

Posters bearing a photo of faceless hands behind jail bars are going up at key entrance points for foreign visitors to Costa Rica, Thailand and Cambodia. The message says: "Abuse a child in this country. Go to jail in yours." Two U.S. government agencies, the governments of these three countries and the nongovernmental organization World Vision are teaming up to target the sexual exploitation of children and ensure that U.S. citizens committing such crimes are brought back to this country for prosecution.

In presenting the campaign at a Washington news conference October 12, the agencies estimated that 2 million minors -- some as young as 5 -- are being held in virtual slavery in the global commercial sex trade. Although evidence is anecdotal, officials say most people who exploit the children are from Europe, Australia and the United States, attracted to the anonymity that protects them in developing-world capitals, the availability of the children, and law enforcement systems that are often weak or corrupt.

"What we have today is the start of an abolitionist struggle directed against child sex tourism," said Ambassador John Miller, the director of the Office to Monitor and Combat Trafficking in Persons at the U.S. Department of State. "[It is] a struggle that's involving cooperation of governments like Costa Rica, involving the cooperation and support of U.S. taxpayers, and involving, most of all, World Vision and its thousands of people around the world who are acting as agents for positive change."

The U.S. State Department is helping launch the program with a \$500,000 grant. U.S. Immigration and Customs (ICE) brings law enforcement powers to the project. The agency is involved in prosecuting human smuggling, trafficking in persons, drug smuggling, child pornography and child sexual exploitation.

"I find the people who prey on children to be the most vile and despicable criminals with which we deal," said John P. Clark, ICE deputy assistant secretary.

The Child Protect Act passed in 2003 gives U.S. law enforcement greater authority to pursue sexual predators

across borders. It authorizes a penalty of up to 30 years in prison for U.S. citizens engaged in an act of child sexual exploitation, even if it occurs in another country. Since the law was enacted, ICE has indicted seven individuals under the law for sexual exploitation occurring in other countries.

World Vision, a Christian relief and development organization, has a staff of 22,000 active in 100 nations. With a particular focus on providing services and support to children, World Vision's Joseph Mettimano says the agency's staff will become "the eyes and ears" of law enforcement to find children who are being sexually exploited.

"A year and a half ago, a 12-year-old girl comes into one of our programs for street children in Phnom Penh. She tells our staff member that she is 'dating an American,'" Mettimano said. "What that meant was he's coming in on a monthly, bimonthly basis, buying her for a week and having sex with her." The girl also had photos of the man, letters from him, and his name and address. She gave those to World Vision. They were passed on to ICE, Mettimano said, for further investigation.

Mettimano said World Vision research indicates that most Western men who become involved in child sexual exploitation are what he called "situational offenders." They are traveling in a developing world city, alone, in a bar; they are offered a sexual encounter with a minor and take it. The new media campaign is targeted at these offenders and attempts to raise their awareness about the criminal nature of these encounters and their vulnerability to prosecution even though the crime may occur outside the United States.

World Vision will run similar announcements on an airport television network with an audience of 700 million people. At developing-world destinations, billboards, street signs and tourist maps will also drive home the warning that children are not a tourist attraction, that sex with them is a crime.

Rosalia Gil, Costa Rica's Minister of Children's and Adolescent Affairs, said her country has worked hard to promote tourism as a productive, nonpolluting industry. She told the news conference that she and other government officials are dismayed to find that Costa Rican destinations are listed on almost 30 Web sites on which sex tourists exchange recommendations. For that reason, Gil said Costa Rica is eager to participate in the newly announced partnership, as the nation simultaneously undertakes a number of other actions to stop child sexual exploitation.

Gil said Costa Rica is one of the first nations to adopt a code of ethics in tourism that establishes training programs among workers in tourist areas -- hotel clerks, waiters, taxi drivers -- to be watchful of child sexual exploitation and report it to authorities.

\*EPF210 10/12/2004

### **State Department Uses Satellite Imagery as Key Foreign Policy Tool**

*(Humanitarian assistance is a growing application for "digital diplomacy")*

By Cheryl Pellerin, Washington File Staff Writer

Washington -- The U.S. State Department is using remote-sensing technology on board satellites in an increasing number of nonmilitary applications to support U.S. foreign policy objectives, and one of the fastest-growing applications may be humanitarian assistance.

Remote sensing is defined as the collection of information about an object without being in physical contact with the object. Satellites are common platforms for remote sensing observations and have been used for that purpose since the early days of space flight.

Satellite sensors acquire images of the Earth and transmit the data to ground receiving stations worldwide. Once the raw images are processed and analyzed, they can document changing environmental conditions like pollution, global climate change, natural resource management, urban growth and more.

The first satellite, Sputnik I, was launched in 1957. For the next 15 years, the number of satellites grew, but most satellite imagery was classified -- produced and seen mainly by government organizations for military purposes.

In 1972, the first civil satellite was launched to collect data about the Earth's surface and resources. The Earth Resources Technology Satellite, later renamed Landsat I, developed by NASA, made satellite imagery available to the public for the first time.

Since the 1970s, satellite imagery has revolutionized the study of the natural environment and global hazards, agriculture, energy use, public health and international policy. The number of satellites has increased, there are a growing number of commercial satellites and imagery vendors, and the associated computing technology, software and remote sensing technology have advanced.

But one of the greatest changes in the way satellite imagery is used has arisen from its declassification and its availability to the public.

#### *Humanitarian Information Unit*

The two-year-old Humanitarian Information Unit (HIU) is a U.S. government interagency center within the State Department that identifies, collects, analyzes and disseminates unclassified information that is critical to responding to humanitarian emergencies around the world.

"From the beginning," said Dennis King, a humanitarian affairs analyst, "it was envisioned that imagery would be part of this effort."

The HIU is staffed with analysts from agencies that include the State Department, the National Geospatial Intelligence Agency (NGA), the U.S. Agency for International Development (USAID) and the Department of Defense.

Because HIU analyses, visual graphics and other briefing products are unclassified, said analyst Noam Unger, "they can be shared—with the United Nations, with partner governments and with nongovernment organizations. They can also be used to show antagonist governments that we can see what's happening. That was done in the case of Sudan."

In June 2004, USAID Administrator Andrew Natsios briefed the United Nations on the urgent situation in the Darfur region of Sudan as a result of the complicated civil war there. HIU geospatial analyst David Springer used raw commercial imagery to create graphic products that illustrated the destruction of local villages from January through June 2004. Natsios used these images to brief the United Nations.

The images are available at the USAID website, at [http://www.usaid.gov/locations/sub-saharan\\_africa/sudan/satelliteimages.html](http://www.usaid.gov/locations/sub-saharan_africa/sudan/satelliteimages.html).

Also in June, USAID Assistant Administrator Roger Winter used HIU imagery products in testimony before the Senate Foreign Relations Committee, and earlier this year Natsios used HIU graphics products depicting destroyed Sudanese villages on the MacNeil/Lehrer Newshour, a national television news program.

"And that," Unger said, "is most assuredly a new use of commercial, unclassified imagery."

The unit responds to a humanitarian crisis by researching each situation and the availability of appropriate imagery.

If none exists, it draws on a range of government and commercial sources for existing imagery or commissions the collection of imagery for a specific area.

"Imagery is useful because you can use it to quantify certain pieces of information," Unger said. "You can use imagery of a refugee camp to understand how it is organized or do a rough estimate of the population based on the number of tents per block or blocks per camp. You can identify healthy vegetation, waterways and structures, and this can be very useful to humanitarian actors operating on the ground and to policy makers."

Once the imagery is acquired, the team determines the best way to combine a range of data -- text, graphics, satellite imagery -- from sources inside and outside the U.S. government and turn it into a visual representation of the question it wants to answer.

The finished product is disseminated to those who can use it, through Web sites around the world -- government Web sites such as USAID and those of organizations like the United Nations (<http://www.reliefweb.com>) -- and through e-mail and briefings to policymakers.

"We're using it much more publicly," Unger said. "Most imagery that exists, people don't see because it's classified. But with the advent of organizations like the HIU, alongside commercial providers of imagery, the State Department can use it to respond to humanitarian crises. That's important because people who never used to consider imagery an asset or resource are starting to realize its utility."

Satellite imagery can be used to help refugees and internally displaced persons, and it can help in less direct humanitarian ways, by adding to knowledge around the world about global environmental trends, conditions and issues, and contributing to the goal of sustainable development.

#### *Space and Advanced Technology*

In the State Department Bureau of Oceans and International Environmental and Scientific Affairs (OES), the Space and Advanced Technology (SAT) staff harnesses information technologies -- including remote sensing and satellite imagery -- to further U.S. foreign policy objectives.

"Sustainable development," said staff member Fernando Echavarria, "is the integrating theme of the broad spectrum of issues that OES addresses, including oceans, the environment, science, technology and some health issues."



In 2002, he said, the State Department and USAID presented an initiative called Geographic Information for Sustainable Development (GISD) during the World Summit on Sustainable Development in Johannesburg, South Africa.

GISD was an international partnership led by the State Department and USAID whose objective was to apply a new generation of Earth observation data, Geographic Information System-linked technologies, and field-tested geographic knowledge to sustainable development issues in Africa. The work included helping with disasters, managing natural resources and reducing poverty.

The partnership initially focused on four target regions in Africa -- the Upper Niger River Basin, East African Great Lakes, Kenya-Tanzania Coast and Limpopo/Zambezi River Basin. GISD has now expanded to include other regions, countries and partners in and outside Africa (<http://www.opengis.org/gisd>).

GISD includes more than 20 initiatives that address sustainable development issues at different levels -- local, provincial, national, regional and global. "Each level is a different challenge," Echavarria said. The technology combines different types of information to "allow people to make better decisions in addressing multiple problems such as deforestation, desertification, coastal zone management, integrated watershed management, fisheries, and poverty eradication.

"One type," he said, "is biophysical information, such as wind direction, temperature, climate, soil types and elevation, which you can overlay with socioeconomic information. That includes, for instance, population -- where are the people, where are the roads, where are the major urban areas, where is the major fragile infrastructure?

"The tools allow you to overlay for the first time two radically different types of information -- families of data types -- and then do an analysis, such as what should be the hurricane evacuation response of Appalachia County in the Florida panhandle? Or what is the best and most efficient way to get a million people out of New Orleans? That's the power of these tools," Echavarria said.

"We do that constantly," he added, "and we're able to do it better and better, at a faster pace, in a more accurate manner, and in a way that allows us to disseminate the information immediately, using cable with the Web, newspapers, magazines and more."

The United States leads the world in the integration and synergy of geospatial tools, Echavarria said, but willingly shares the technology and data with the world.

In 2001, NASA and the USGS agreed to give the international community, through the U.N. Environmental Programme (UNEP), the global Landsat dataset -- satellite images of the entire planet -- for 1992 and 2000. Landsat's first satellite was launched in 1972, its seventh and latest in 1999.

That \$20 million worth of Landsat images is allowing environmental ministers in Africa -- with help from UNEP, NASA, USGS, the University of Maryland and the Earth Satellite Corporation -- to learn about and analyze environmental changes in their regions over eight years, according to UNEP.

Because many African countries don't have Internet access, Echavarria said, datasets are being disseminated to ministers of the environment on high-density hard disks called databricks that hold hundreds of satellite images. The same data is freely accessible through portals from NASA, Michigan State University, University of Maryland, and the USGS.

Landsat datasets have shown the extent of illegal logging in southeast Asia, urban sprawl in the United States, habitat loss in sub-Saharan Africa, diminishing marshlands in Mesopotamia, and much more.

"The Landsat program is one of the gifts that U.S. taxpayers have given the world," Echavarria said. "As a result of Landsat, you have more than 30 years of observations that allow you to monitor the environment and detect and quantify natural and manmade changes to the environment all over the world."

(This is the first of a two-part series on digital diplomacy. Part two will examine several global initiatives involving satellite imagery.)

(Preceding items distributed by the Bureau of International Information Programs, U.S. Department of State. Web site: <http://usinfo.state.gov>)